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## Letter dated 10 May 2004 from the Permanent Representative of Pakistan to the United Nations addressed to the Secretary-General

I have the honour to inform you that, during its presidency of the Security Council in May 2004, Pakistan is organizing on 17 May a debate, open to States that are not members of the Council, on the subject of United Nations peacekeeping operations.

Pakistan believes that, in the wake of the recent surge in demand for United Nations peacekeeping operations, it is both timely and appropriate to highlight the forthcoming challenges for the United Nations system and to help generate sufficient levels of political, financial, human and logistical support from Member States required in establishing the new missions. It is equally important to evaluate the progress made in United Nations peacekeeping since the Brahimi reforms, analyse the future trends, and consider ways of meeting the forthcoming challenges in the strategic, operational and other aspects of peacekeeping operations.

The attached non-paper (annex) could serve as a working paper for the proposed open debate and highlights questions that could be addressed by participants during the Council's consideration of the subject. I hope the debate will lead to a fruitful exchange of views and help us all promote our shared objective of utilizing the instrument of United Nations peacekeeping in the furtherance of international peace and security.

I should be grateful if you would have the text of this letter and the attached non-paper distributed as a document of the Security Council.

(*Signed*) Munir **Akram**

04-34535 (E) 120504

**Annex to the letter dated 10 May 2004 from the Permanent Representative of Pakistan to the United Nations addressed to the Secretary-General**

**Non-paper for the Pakistan presidency's Special Event**

**17 May 2004**

**United Nations peacekeeping operations**

## Surge in demand

The United Nations peacekeeping activities are at a crucial juncture. The United Nations is currently fielding 14 peacekeeping operations in Africa, Asia and Europe, plus a complex special political mission in Afghanistan and the possibility of expanded UN activities in Iraq. Seven of the present 14 are complex peacekeeping operations. The number of UN peacekeepers deployed worldwide stands at over 51, 000. At least four new peacekeeping missions are presently in the planning stage. The number of peacekeepers in the coming months is likely to go well over 70,000, deployed on four continents. The peacekeeping budget, currently at $ 2.82 billion, would require an additional over $ 1.5 billion to establish the new operations. The size of the headquarters staff in the Department of Peacekeeping Operations (DPKO) – currently 600 – will need to be augmented as well. Meeting the troops, police and civilian personnel requirements and mobilizing necessary logistical and financial resources in the weeks and months ahead will be a significant challenge for the UN and Member States. Needless to stress, the commitment of personnel and financial levels would have to be commensurate with the specific tasks assigned to each new peacekeeping operation.

## Evolution in peacekeeping

2. Since the establishment of the first peacekeeping operation in 1948 – UNTSO – UN peacekeeping has continued to evolve in its policy and operational dimensions. The growing number of PKOs -- 57 since 1948 -- has been matched by increasing complexity in their structures and mandates. UN peacekeeping activities have responded creatively to the changing nature of armed conflict – i.e., declining inter-state conflict and growing intra-state conflict. The United Nations has also, where possible, collaborated fruitfully with regional and sub-regional organizations or arrangements as well as with humanitarian and development partners. Today, PKOs have become multifaceted and multidimensional and have assumed a crucial role in the overall efforts of the UN to promote sustainable peace – including conflict management, confidence-building and post-conflict peace-building. This evolution is likely to continue as the United Nations is increasingly called upon to handle complex conflict situations.

## Major reports relating to UN peacekeeping

3. Several reports have profoundly influenced the evolution of UN peacekeeping. The ***Agenda for Peace*** (A/47/277-S/24111 – June 1992) highlighted the critical importance of peacekeeping, along with preventive diplomacy and peace-making, and made specific recommendations to strengthen and enhance the UN's capacity and efficiency in these areas. To make preventive diplomacy and peacekeeping truly successful, the Report introduced the concept of "post-conflict peace-building" as a way to consolidate peace and construct a "new environment" based on support structures designed to prevent the recurrence of crisis. Several aspects -- from DDR to

promotion of human rights to electoral assistance to strengthening of rule of law and democratic institutions -- now form part of the PKO mandates.

4. The ***Report of the Panel on United Nations Peace Operations*** (A/55/305-S/2000/809 August 2000), the "Brahimi Report," was a seminal document which candidly assessed the shortcomings of the existing system and made specific recommendations not only on the politics and strategy for peacekeeping operations but also on their operational and organizational needs. The Brahimi report became a catalyst for several initiatives by the Security Council and the Secretariat to improve UN peacekeeping capacities in key areas.

## Role of the Security Council

5. Consistent with its Charter responsibility, the Security Council has played a significant part in this evolution. The Council defines and re-defines peacekeeping mandates -- recognizing the changing requirements of different conflict situations. Through several Presidential Statements, the Council has *inter alia* focused on clear and precise political goals, mandates, costs and estimated timeframes for PKOs, "operational principles," ongoing review of operations, communication and cooperation with non-Council members including troop contributors (TCCs), stand-by arrangements, civilian personnel, training, command and control, financial and administrative issues, and establishment of a Working Group on Peacekeeping Operations (S/PRST/1994/22; S/PRST/1994/62; S/PRST/1996/13; and S/PRST/2001/3).

6. The Council has also adopted several resolutions to strengthen UN peacekeeping operations, focusing *inter alia* on clear mandate-formulation, assistance for training and equipment, up-gradation of UN capacity in planning, deployment and conduct of PKOs, sounder foundation for financing, enhancement of capacity for rapid deployment, and cooperation and communication between the UN and regional or sub-regional organizations or arrangements (Resolution 1318(2000). By Resolution 1327(2000), the Council welcomed the (Brahimi) Panel Report and adopted a series of decisions and recommendations based on that report. Earlier, the Council expressed its willingness to incorporate a gender perspective in PKOs (Resolution 1325(2000)). Through Resolution 1353(2001), the Council further elaborated the framework of the three-way relationship between the Security Council, the TCCs, and the Secretariat.

## Consideration of future challenges

7. The Pakistan Presidency believes that, with the recent upsurge in demand for PKOs, and almost 4 years since the release of the Brahimi report, it is timely and appropriate to evaluate the strategic direction of peacekeeping operations and future trends. At this crucial juncture, it would be in order to review the efficacy and effectiveness of the principles, policies, structures and mechanisms governing the planning, establishment, deployment and conduct of peacekeeping operations. Such a review must address questions like what has worked, and what has not worked, since the Brahimi reforms. It would be equally important to evaluate the level of logistic, financial and political support available for peacekeeping operations and future requirements.

8. Besides a review of the progress made since the Brahimi report, the following questions relating to the strategic, functional and other aspects of PKOs are most relevant for the Council's debate:

- What can be done to promote an effective international response to the challenges of generating the requisite personnel as well as logistical and financial resources for the forthcoming peacekeeping operations?

- How can it be ensured that, along with troop contributions, the specialized "enabling" capacities are available to allow new missions to start optimally and implement their mandates effectively?

- Are Secretariat capacities sufficient, including rapid deployment, strategic deployment stocks (SDS), pre-mandate commitment authority, to provide support to the increased number of missions, if there is more than one start-up at the same time?

- How can it be ensured that the establishment of new missions does not affect the resource availability for, and efficient and effective management of, the existing PKOs?

- How the capacities for integrated planning (including through the IMTF concept), command and control structures, and strategic capability to mobilize troops, police, and civilian personnel can be further enhanced?

- How could better coordination be ensured among UN missions in adjacent countries to ensure effective management of peacekeeping operations?

- How can we ensure better coordination between SRSGs in the same regions or sub-regions as well as with the Headquarters? Is there a specific role for the Council in this regard?

- What steps can be taken to ensure that the safety and security of UN personnel remains a priority under all circumstances?

- What measures can be considered to ensure that PKOs have appropriate military strength and capabilities as well as robust mandates and rules of engagement, where necessary, to deter the spoilers and achieve the objectives of the mission?

- What measures can be taken to ensure the right entry and exit strategies for each PKO, guarding against premature withdrawals, and to develop appropriate downsizing and exit plans for departure when the mandate is completed and the conditions so permit?

- What steps can be taken to ensure that peacekeeping, in each instance, remains a part of the overall strategy of conflict resolution that pays equal attention to building confidence and addressing the root causes?

- How can the troop contributors be assisted in improving their capacities for training and equipment to respond effectively to the UN's needs at short notice?

- How can the processes and mechanisms for cooperation with the TCCs and other stakeholders be further refined and strengthened?

- To what extent can peace-building elements be incorporated into peacekeeping mandates from the outset?

- How can the capacities of peacekeeping missions be enhanced to reflect elements of DDR, humanitarian assistance, justice and rule of law, etc. with equitable geographical and gender distribution?

**Format**

9. The meeting will be chaired by the Foreign Minister of Pakistan. The UN Secretary-General is expected to open the debate. Council and non-Council members would be invited to participate in the Council's open debate. The Under-Secretary General for Peacekeeping Operations will be invited to respond to comments and questions.

**Outcome**

10. A Presidential Statement (PRST) is envisaged at the end of the debate.